

***APPENDIX I***

***REGIONAL AIRPORT GOVERNANCE  
AND GROUND ACCESS SURVEY***

***CASE STUDIES OF 18 LARGEST METROPOLITAN AREAS<sup>1</sup>***

***AIRPORT SYSTEMS***

***AIRPORT GOVERNANCE***

***GROUND ACCESS***

***REGIONAL PLANNING***

## ***New York--Northern New Jersey--Long Island (2000 pop.: 21,199,865)***

***The Airport System:*** La Guardia Airport (LGA), John F. Kennedy (JFK), and Newark Liberty International (EWR) are part of the same regional airport system.<sup>2</sup> Together, the three major hub airports handle over 80 million air passengers, over 1.1 million aircraft movements, and over 2.5 million tons of air cargo annually. In addition to the challenge of serving one of the busiest markets in the world, the airports in the New York airport system face increased interdependence given their close proximity and necessary interactions. Smaller airports serving some small commercial, cargo, and niche roles in the system include Stewart, White Plains, Long Island MacArthur Airport (Islip), and Teterboro. Regional trends include increasing reliance on these smaller airports to address underserved local demand and congestion at the major hubs. For example, in the first year of Southwest's service at Islip, airport passenger traffic rose 133 percent.<sup>3</sup>

***Airport Governance:*** The Port Authority, an inter-jurisdictional authority created by interstate compact, controls four airports: La Guardia and JFK in New York, and Newark, and Teterboro in New Jersey. The Cities of New York and Newark own the airport properties of John F. Kennedy International Airport and Newark Liberty International Airport, respectively, and receive lease payments from the Port Authority in exchange for its stewardship.

A twelve person board governs the Port Authority, with six members each appointed by the Governors of New York and New Jersey, subject to state senate approval. Board members serve for overlapping six year terms.<sup>4</sup> The Port Authority's members are its Chief Operating Officer, Director of Aviation, and General Manager of each airport; the Mayor appoints the remaining four members, one of which is the Queens Borough President in New York. The Governor of each state retains veto authority over any Port Authority act that affects his or her own state.<sup>5</sup> The Port Authority does not have the power to tax, but rather operates with revenue generated from its multiple enterprises. A Joint Airport Board reviews operations and performance and enhances cooperation between the cities and the Port Authority over the management of the airports. The Joint Airport Board consists of eight members, four from each entity.

***Ground Access:*** Ground access connections are available among the three major hub airports.<sup>6</sup> The Port Authority controls ports, bridges, and tunnels within the area of influence (District) which is comprised of a circle with a 25 mile radius centered on the Statue of Liberty. The District includes the Port Authority Bus Terminal, the George Washington Bridge Bus Station, The Port Authority Trans Hudson rapid transit system, the AirTrain Newark system, the AirTrain JFK light rail system, the NY/NJ port, *inter caetera*. Other transportation facilities are operated independently of the Port Authority, including buses, subways, and commuter rail run by the New York Metropolitan Transportation Authority, and buses, commuter rail, and light rail run by New Jersey Transit. The New York Metropolitan Transportation Authority is the subway operator from JFK. The Port Authority was the lead agency in planning and building the AirTrain system in order to link the airport's terminals to two transit rail stations and thus provide connections between the airport and local transit systems.<sup>7</sup>

The Port Authority has dedicated \$1.9 billion for AirTrain JFK, which carries passengers from terminal to terminal, from the terminal area to long-term parking, and to subway

service to Manhattan. AirTrain JFK will begin service in 2005 from Kennedy Airport to Jamaica Station, with connections to numerous bus, subway, and rail lines. At JFK, AirTrain service to the transit rail station occurs every two to six minutes, subway service every three to ten minutes, and Long Island Rail Transit every three to ten minutes. Public buses run every half hour.

Newark Liberty International Airport serves as an exemplar for ground access. An automated people mover, AirTrain service, moves every two to three minutes in both directions. A public bus services stops every ten to twenty minutes. Amtrak service is offered at the terminal hourly and NJ Transit service operates from the terminal every twenty to thirty minutes. Officials from the Port Authority said that the automated people mover that connects a terminal at Newark to a new Amtrak and transit rail station was developed with access to many destinations in the New York City area and beyond.<sup>8</sup> Amtrak officials confirmed that many Amtrak passengers using the Newark airport station arrive from Philadelphia and Washington, D.C.<sup>9</sup> This accessibility has enabled Amtrak and Continental Airlines to enter into a code share agreement whereby passengers can purchase one ticket for journey by both air and rail.<sup>10</sup>

**Regional Planning:** The Port Authority is the lead agency, which coordinates with federal, state, regional, and local agencies in the development of rail stations, service, and connections to airports. The New York Metropolitan Transportation Council, as the local MPO, provides input, along with airlines and the local community, during the planning and implementation phases of infrastructure development projects such as the AirTrain system. Coordination successes include the Port Authority working with the Metropolitan Transportation Authority to adopt a similar fare system to assure that passengers could use one fare card to access both the automated people mover and the rail transit system, and in developing requisite infrastructure to facilitate transfers between AirTrain and the rail transit system.<sup>11</sup>

Regional coordination successes beyond the jurisdiction of the Port Authority are evident. For instance, regional connections are available between New Jersey and Pennsylvania: PATCO operates a 14.2 mile rail line from Lindenwold, NJ to Center City Philadelphia, PA; the Speedline has nine stations in New Jersey, and four in Pennsylvania; NJ TRANSIT provides direct commuter rail service between Philadelphia's 30th Street Station and Atlantic City.

In November of 2004, the Port Authority and the City of New York finalized an agreement to extend stewardship of JFK and LaGuardia through 2050. The airport lease agreement called for the establishment of a Joint Airport Board to review operations and performance at JFK and LaGuardia and to enhance cooperation between the City and the Port Authority with respect in managing the two airports. As part of the lease-extension agreement, the Port Authority agreed to pay \$780 million, including a \$500 million lump sum and a \$90 million annual increase over the present minimum annual lease payment of \$3.5 million. This historical agreement, according to Mayor Bloomberg, for the first time enables "the City to have a say in how the airports are run".<sup>12</sup> The agreement also calls for the Port Authority to provide funding commitments for one-seat rides from Lower Manhattan to JFK and Newark Liberty airports. In addition, the Port Authority agreed to allocate \$60 million to study a direct connection from Lower Manhattan to JFK, and \$30 million to study extending the PATH to Newark. If the projects are deemed feasible, the Port Authority agreed to fund an extension to Newark (est. \$500 million) and contribute an equivalent amount for airport

access to JFK. Projects approved by the FAA thus far include a one mile people mover system connection from Newark Airport to new Northeast Corridor rail station and three mile people mover system from JFK to two transit rail stations.<sup>13</sup>

The agreement also establishes performance and service standards and establishes reporting schedules on performance indicators, such as capital spending, passenger service, and flight delays. A Passenger Service Monitor Program will survey passengers on at least an annual basis to evaluate their opinion on ground transportation, AirTrain JFK service, parking, and other services. In addition, the City of New York agreed to provide the Joint Airport Board with regular updates on the Air Cargo Access Plan, which intends to improve vehicle access to the airports, ease congestion, and address chronic roadway bottlenecks.

## ***Chicago--Gary--Kenosha\* (2000 pop.: 9,157,540)***

**The Airport System:** The Chicago Airport System represents one of the busiest multi-airport systems in the world. O'Hare International Airport served more than 60 passengers in 2004 while Midway Airport served another 19 million. O'Hare handled roughly 1.4 million metric tons of cargo last year. Midway brought in another 21 thousand metric tons. The Chicago area is also served by a couple of smaller airports. Gary Chicago International Airport (GYG) is a small facility with a single runway located just south of Chicago. Nearby South Bend Regional Airport is also accessible from downtown Chicago by train.

**Airport Governance:** The Chicago Airport System is owned by the City of Chicago and operated by the Department of Aviation. The Department is responsible for management, planning, design, operation and maintenance of O'Hare and Midway. The Department has approximately 2,000 employees and is led by a five-member commission. Since the commissioners serve at the pleasure of the mayor, ultimate policy-making authority rests with the Mayor's Office and the 50-member City Council. GYG is owned by the City of Gary and operated by the Gary / Chicago International Airport Authority. Marketing itself as Chicago's third airport, the Authority has plans to expand the facility's runway to 8,000 feet and actively seeks new commercial carriers. South Bend's airport is owned by St. Joseph County and operated by a separate authority governed by a four-member county-appointed board.

**Ground Access:** The Chicago Transit Authority (CTA) operates rail and bus service from locations across the city to both O'Hare and Midway airports. CTA is governed by the seven-member Chicago Transit Board. The Mayor of Chicago appoints (with the consent of the governor and city council) three Board members, including the chair. The governor of Illinois appoints (with the consent of the state senate and Mayor of Chicago) three members. Outside city limits, however, public transit to the airports is limited, though decidedly superior to most U.S. airports. Suburban customers can take Metra suburban commuter rail lines into Chicago to link up to the subway system, but this is inconvenient. PACE, the suburban bus system, runs bus service to O'Hare, dropping passengers off at CTA Blue Line stops or at the edge of the airport's people mover. PACE also runs several bus lines from south suburban locations to Midway. Metra is governed by a seven-member Board of Directors appointed by the City of Chicago and commissioners in six suburban counties. PACE, the suburban bus system is also governed by a twelve-member Board of Directors appointed by the City of Chicago and commissioners in six suburban counties. PACE Board members must be current or former mayors.<sup>14</sup>

GYG is conveniently located near several interstate highways and a large railroad infrastructure, but public transit to the airport is virtually non-existent. The South Shore Railroad stops 1.5 miles from the airport, but does not link up to a local bus service. The South Shore Railroad does stop at South Bend Regional Airport, connecting downtown Chicago, Gary, the airport and multiple stops in between. The airport is also served by city buses operated by the South Bend Public Transportation Corporation.

**Regional Planning:** The Chicago Area Transportation Study (CATS) has been responsible for regional planning since 1995. CATS is governed by a 21-member Policy Committee, with each of 21 members (including county governments, transportation

providers, planning organizations and federal agencies) appointing a single member. CATS does not currently support a formal committee or departmental structure for airport system or ground access planning. However, most of the agencies that handle planning for the region's air transport needs are represented on the Policy Committee. CATS has published numerous reports, but no study specifically addresses air transport capacity or ground access issues.

The Northwest Indiana Regional Planning Commission (NIRPC) is the designated MPO for the three-county area surrounding GYY. It has 55 members, appointed by each county and city government in the regions. The Michiana Area Council of Governments (MACOG) is the MPO for the three-county area surrounding South Bend Regional Airport. Its policy-making authority is a 15-member Policy Board composed of elected officials from across the region. Neither NIRPC nor MACOG has a formal process for studying airport system or ground access planning.

## ***Washington--Baltimore (2000 pop.: 7,608,070)***

**The Airport System:** The Greater Washington, D.C. area is supported by three major airport hubs: Baltimore-Washington International Airport (BWI), Ronald Reagan Washington National Airport (National), and Washington Dulles International Airport (Dulles). BWI Airport is part of the multi-airport system serving the Baltimore-Washington region, although it is in a different state and under different ownership than Washington National and Washington Dulles airports.<sup>15</sup> Dulles served 22.6 million passengers in 2004, while National served 15.9 million and BWI 20.8 million, respectively. Dulles was also the leader in cargo, handling over 300 thousand metric tons, compared to 250 thousand for BWI and just over five thousand for National.

**Airport Governance:** The Metropolitan Washington Airport Authority is a multi-air carrier airport authority created by federal law in 1986. The MWA Authority ("Authority") operates, maintains, improves, promotes, and protects Dulles and National Airports through a 50-year lease authorized by the Metropolitan Washington Airports Act; the federal government retains ownership of both airports.<sup>16</sup> The Authority is constituted only to operate and improve the Metropolitan Washington Airports as primary airports serving the Metropolitan Washington area. The Authority is authorized to exercise the powers of eminent domain in Virginia.<sup>17</sup> The Metropolitan Washington Airports Authority is governed by a Board of Directors composed of thirteen members, five of whom are appointed by the Governor of Virginia, three of whom are appointed by the Mayor of the District of Columbia with advice and consent of the Council, two of whom are appointed by the Governor of Maryland; and three of whom are appointed by the United States President with the advice and consent of the United States Senate.<sup>18</sup> The chairman of the board is appointed from among the members by majority vote and serves six years. Not more than two of the members of the board appointed by the President may be of the same political party.<sup>19</sup>

The State of Maryland owns and operates BWI through the Maryland Aviation Commission.<sup>20</sup> BWI is governed by the Maryland Aviation Administration, which is part of the Maryland Department of Transportation. The Governor, with the consent of the State Senate, appoints eight members to the Maryland Aviation Commission, while the Secretary of the Maryland Department of Transportation is the ninth member and the chair of the committee.<sup>21</sup> A nine member governance study group has been appointed by the Maryland State Secretary of Transportation to evaluate how the state-owned BWI is governed and to make recommendations in September 2005 about its governance structure and bonding capacity.<sup>22</sup> The Maryland Aviation Administration is currently not permitted to finance its own debt to take on new projects. A change in this policy would require legislation from the state General Assembly.<sup>23</sup>

**Ground Access:** The Washington Metropolitan Area Transit Authority (WMATA) is responsible for coordination of ground access at both National and Dulles airports. WMATA operates and maintains the local rail system and provides limited bus service to National. A local rail transit station is adjacent to the main terminal at National, accessible by an elevated crosswalk, while a free shuttle provides access from the other terminal and local bus service is provided at both terminals. Washington Metropolitan Area Transit Commission regulates and allows the operation of airport shuttles. Local bus service at Dulles is provided by WMATA and passengers can take a shuttle to

access the local rail system for a fee. From Dulles, Greyhound provides bus service to parts of Virginia and connections are available to New York.

Washington Airports Task Force has been assembled to address ground access issues at BWI. At the present time the following connections are available from BWI: local bus and local and nationwide rail connections; local rail and local bus connections from Ronald Reagan Washington National Airport; and local bus, local rail, and nationwide bus connections from Washington Dulles International. A shuttle costing \$8.00 one way running from Dulles to the local transit rail station runs every half hour and takes approximately twenty minutes, while a free shuttle from BWI airport to the local rail station runs approximately every ten to fifteen minutes and takes about five minutes.<sup>24</sup> Specifically, passengers have access to three local rail transit systems at BWI: Red Line Howard Transit, MARC Train, and Washington MetroRail. A station for Baltimore's local rail transit system is located at the airport terminal. MARC runs twenty trains per day out of BWI. A local commuter rail stops at an Amtrak station two miles from the terminal and accessible by free shuttle bus. Amtrak service offers sixty trains per day out of BWI. A station for Washington, D.C.'s local rail transit system, MetroRail, can be accessed by an express bus from the BWI terminal. Maryland Transit Administration ("MTA") Maryland provides local bus service to and from the airport with service from a bus stop at the BWI terminal every thirty to forty minutes. Shuttles are offered as well, with service every ten to fifteen minutes.

**Regional Planning:** The Maryland Aviation Administration is the lead agency in planning and coordinating intermodal facilities at the airport with federal and state agencies, local governments, and private and public stakeholders. A board member of the Maryland Aviation Commission sits on the State of Maryland Governor's Transportation Task Force (Hellmann Commission), established to evaluate funding options for transportation. An Airports Advisory Committee advises the Board of Directors of the Metropolitan Washington Airports Authority on issues directly affecting the residents of the Metro Washington region resulting from air traffic from National and Dulles. Meetings are scheduled regularly. The Advisory Committee consists of twenty members: six appointed by the Mayor, ten from the Commonwealth of Virginia, and four from the State of Maryland. Through BWI's Access Coordination Group, the Department of Transportation leads intermodal planning and coordination at the state level among state transportation agencies.

The Metropolitan Washington Council of Governments is an independent agency that develops regional programs to resolve issues of traffic congestion, including airport traffic associated with National and Dulles. The Metropolitan Washington COG represents nineteen local governments and is governed by a thirty-one member board of directors, conducts regional planning for National, and is a stakeholder in ground access issues. The National Capital Region Transportation Planning Board (TPB) is the federally designated Metropolitan Planning Organization (MPO) for the region, and plays an important role as the regional forum for transportation planning. Members include representatives of local governments, state transportation agencies, the Maryland and Virginia General Assemblies, WMATA, and non-voting members from the Metropolitan Washington Airports Authority and federal agencies. The Baltimore Metropolitan Council, with a geographic jurisdiction of the City of Baltimore and Anne Arundel, Baltimore, Carroll, Harford, and Howard Counties, acts as the MPO for the Baltimore area.<sup>25</sup> The Mayor of Baltimore and elected executives from member counties appoint a governing board of six directors.



Ground access improvements planned for the future include local rail access at Dulles and local bus, local rail, and nationwide bus access at BWI. A regional intermodal transportation center and an automated people mover system that connects BWI to the Amtrak rail station, satellite parking lots, and car rental facilities is under evaluation by the Maryland Aviation Administration. WMATA acts as consultant to the Commonwealth of Virginia's Department of Transportation in the Dulles Rail Project [with a projected completion date 2010 (airport station 2015)]. The Virginia Department of Rail and Public Transportation is the project leader for the local rail extension and coordinates with the airport, the Washington Metropolitan COG (the regional transportation planning body), Fairfax and Loudoun counties, and the FTA.<sup>26</sup> There are no plans at this time for additional ground transportation facilities at National.<sup>27</sup>

## ***San Francisco--Oakland--San Jose (2000 pop.: 7,039,362)***

**The Airport System:** The Bay Area's air transport needs are served by San Francisco International Airport (SFO), Metropolitan Oakland International Airport (OAK), and Mineta San Jose International Airport (SJC). More than 90 percent of the international travelers arriving or departing the Bay Area use SFO. SFO brought in over 32 million passengers in 2004, OAK 14 million and SJC 11 million, respectively. Oakland, however, was the leader in air cargo, handling 644,753 metric tons, seconded by SFO at 562,826 metric tons and SJF at 108,762 metric tons. Indeed, cargo-handling inefficiencies at SFO are forcing more and more freight forwarders to route overseas shipments through other airports, including those in Southern California.

**Airport Governance:** A sole proprietor, the City and County of San Francisco, owns and operates the San Francisco airport. Five commissioners on the governing board are appointed by the Mayor of San Francisco and serve a term of four years. Oakland airport is owned and operated by the Port of Oakland, which is a city agency. The governing board of seven serves a term of four years and is appointed by the Mayor of Oakland. San Jose is a city airport governed by a commission of eight appointed by the city council.

**Ground Access:** SFO provides direct connections to local bus and rail transport by automated people mover, but no connections are available to nationwide bus or rail.<sup>28</sup> AirTrain automated people mover runs a service very two to five minutes to the Milbrae BART station and to the Caltrain that links up to the San Jose area. San Mateo County Transit provides local bus service from the airport to San Mateo and San Francisco counties. Service at the terminal bus stop occurs about every fifteen to thirty minutes during the daytime and thirty to sixty minutes during the nighttime.

Passengers have access to the Amtrak station by fee-based shuttle from the Oakland airport. The local rail transit system offers its nearest station approximately three miles east of the airport, accessible by shuttle. AirBART, the airport shuttle service, runs every ten to twenty minutes to the BART station. BART services from the transit rail stop are offered approximately every twenty minutes. AC Transit service is available every fifteen to twenty minutes at a public bus stop at the terminal. The Oakland airport is responsible for all ground transportation systems on airport property and coordinates closely with BART and Alameda-Contra Costa Transit District in the provision of public transport.<sup>29</sup>

At SJC, the Valley Transportation Authority offers a VTA Airport Flyer with frequent stops between the airport and the San Jose Metro Light Rail station as well as the Santa Clara Caltrain station. No shuttles or buses are available to transport passengers to the Amtrak station or Greyhound bus terminals, both over three miles from SJC. Ground coordination with BART is inconvenient. Air travelers must use multiple modes of public transportation: a VTA Airport Flyer to access the Metro Light Rail to access the VTA Express Bus to access the BART Station.

**Regional Planning:** The Association of Bay Area Governments (ABAG), the regional MPO, serves nine counties, but is not involved in any airport system planning or airport ground access planning. Coordination is lacking between the northern airports and SJC.

According to a 2001 report by the Bay Area Economic Forum, SFO has been “unconscionably slow” to upgrade its facilities in anticipation of huge increases in the volume of international/ transpacific air cargo trade. California's merchandise exports surged by 19.9% through the first five months of 2004, but the volume of international cargo handled by SFO inched upward by only 1.3%, according to the Federal Aviation Administration and carriers that serve SFO.<sup>30</sup> Regardless of its negative credit outlook (S&P) and \$4 billion indebtedness from previous capital projects, the San Francisco Airport Commission turned down a proposal by a private developer to build a 633,000 square-foot, privately financed, state-of-the-art air cargo terminal. Instead, the airport chose to manage its cargo-handling capacity on its own. The airport's plan involves a piecemeal approach, building the cargo terminal over several years and “thus assuring maximum disruption of the airport's air cargo operations”.<sup>31</sup> The plan caters largely to the handling requirements of a handful of major domestic carriers who transport freight primarily in the bellies of passenger jets and not primarily cargo.

FTA, Bay Area Rapid Transit, San Francisco International Airport, and San Mateo County Transit Authority have allocated funds to extend the BART south of San Francisco and build a new station at SFO. San Mateo County Transit played a central role in supporting development of the BART extension south of San Francisco into San Mateo County. BART was the lead agency in planning and coordinating the BART extension, while SFO provided funding.

The Port of Oakland, which runs the Oakland airport, must coordinate with other agencies involved in the planning of future ground transportation projects, such as the proposed elevated automated people mover system, including Alameda County, the city of Oakland, the Alameda County Congestion Management Agency, the Alameda County Transportation Improvement Authority, and the Metropolitan Transportation Commission.<sup>32</sup> Future plans include construction of a 3.2 mile elevated automated people mover system to connect the Oakland airport to a local rail station.

## ***Philadelphia--Wilmington--Atlantic (2000 pop.: 6,188,463)***

**The Airport System:** Philadelphia International Airport (PHL) is considered a single airport system.<sup>33</sup> PHL served over 28.5 million passengers in 2004 and managed approximately 571 thousand metric tons of cargo. Southwest began utilizing the airport in mid-2004. Philadelphia Northeast Airport (PNE) is a municipal general aviation airport and Atlantic City International Airport (ACY) is a non-hub facility owned by a state agency.

**Airport Governance:** PHL is owned by the City of Philadelphia, which manages the airport through its Department of Commerce's Division of Aviation. An Airport Advisory Board advises the City Council, which has final policy-making authority. An airport governing board is comprised of 17 members elected by city voters from 10 districts for four year terms with no term limits.

**Ground Access:** The Southeastern Pennsylvania Transportation Authority (SEPTA) provides a high speed regional rail line from PHL to Eastwick Station, University City, 30<sup>th</sup> Street Amtrak Station, Suburban Station with connection to regional rail lines, and MarketEast/ The Gallery with connection to the Greyhound Bus Terminal. In addition, Eastwick, University, and MarketEast offer the disabled accessibility. SEPTA was formed to provide public transit services for Bucks, Chester, Delaware, Montgomery and Philadelphia counties and currently comprises the nation's fifth largest public transportation system. Fifteen members sit on SEPTA's governing board. Eight represent the counties and two represent the City of Philadelphia. The remaining five are appointed by various state officials. SEPTA holds regular monthly meetings in addition to special meetings.

**Regional Planning:** The Delaware Valley Regional Planning Commission ("DVRPC") is the regional MPO serving the Greater Philadelphia-Camden-Trenton area. DVRPC has been established to foster regional cooperation in a nine-county, two-state area. City, county, and state representatives work together in addressing issues including transportation. DVRPC's work in aviation planning includes airport capital improvement programs, aircraft traffic counts, airspace analysis reports, and the economic impact of aviation. The MPO has a regional aviation planning program and committee that produces projections and plans for future airport needs. For example, a 2025 Regional Airport System for the twelve county, four state Delaware Valley Region includes plans for three commercial airports and twelve reliever/ business airports at an estimated cost of \$2 billion. Specific policy and programmatic recommendations are made to the States and the FAA to expedite necessary development to meet the region's needs.<sup>34</sup>

Regional transportation leaders express concern with on-going financial issues, including finding dedicated sources of adequate operating funds and capital finance to meet the demands of the future. Mayor John Street and Director of Commerce Stephanie Naidoff seem to blame the State of Pennsylvania for SEPTA's financial problems, in publicly demanding a solution from the state level.<sup>35</sup>

## ***Boston--Worcester--Lawrence\* (2000 pop.: 5,819,100)***

**The Airport System:** Boston's multi-airport system includes airports located across three states, including Providence, Rhode Island; Manchester, New Hampshire; and Boston, Massachusetts.<sup>36</sup> Boston's Logan International (BOS or Logan) is considered the core airport, serving over 26 million passengers in 2004 and handling approximately 367 metric tons of cargo. BOS is ringed by four smaller airports within an hour's drive of each other: Manchester (MHT), a Southwest hub and reliever airport; T.F. Green Airport in Providence (PVD), also a Southwest hub and reliever airport; Hanscom Field (BED), a commuter/ commercial and light cargo/ reliever airport; and Worcester (ORH).<sup>37</sup> In large part due to the entry of Southwest Airlines as a low cost carrier in 1996 and 1998 respectively, Providence (PVD) and Manchester (MHT) accounted for over 25 percent of total passenger enplanements in the region by 2001.<sup>38</sup> After Southwest started service in 1996, T.F. Green became the fastest growing airport in the nation, as overall traffic jumped 88 percent during the discount airline's first year of service.<sup>39</sup>

**Airport Governance:** The Massachusetts Port Authority ("Massport") is an independent public authority of the Commonwealth of Massachusetts, which was created by an act of the legislature in 1956 to own and operate Boston's Logan International Airport, L.G. Hanscom Field, the Tobin Memorial Bridge, and designated facilities within the Port of Boston. The Governor of Massachusetts appoints the seven members of the board in staggered seven-year terms. Massport's Chief Executive Officer serves at the Board's pleasure. Massport has the power to exercise eminent domain in certain circumstances but has no taxing power. Massport asserts its organizational structure enables it to reflect the competitive environment in which it operates, as well as to have the flexibility to respond to its diverse stakeholders including airlines, airport and property tenants, bondholders, bridge commuters, cargo shippers, citizens of Massachusetts and New England, government agencies and officials, impacted communities, Massport Board and employees, security agencies, suppliers and vendors, and travelers.<sup>40</sup> Massport is wholly funded by revenue bonds and user fees charged at its facilities. BED is operated by Massport and ORH was acquired by Massport on July 1, 2001. MHT is owned and operated by the city of Manchester. PVD is owned by the state of Rhode Island and operated by the Rhode Island Airport Corporation (RIAC), a semiautonomous subsidiary of the Rhode Island Economic Development Corporation.

**Ground Access:** The Boston region has multiple airport transit modes. Rail access accounts for a full ten percent of access to BOS, one of the highest percentages of rail access in the country.<sup>41</sup> However, BOS airport and the regional airports in the Massport system lack direct connections to Amtrak's nationwide route network.<sup>42</sup> Massport has been working with the Massachusetts Highway Department to explore roadway access improvements. Recent efforts include a New England Regional Transportation Summit at Logan International Airport led by Massachusetts Governor Jane Swift and officials from the other New England states to target regional transportation initiatives including full development of New England's regional airport potential. Governor Paul Cellucci has refiled legislation to extend commuter rail service to Providence's T.F. Green Airport and refiled plans to expand Route 3 to Manchester. Although broad initiatives to strengthen interstate transportation partnerships for road and rail projects are evident, efforts at offering high speed rail service have not been successful.

**Regional Planning:** New England offers considerable promise as a case study given their regional airport consortium approach to governance. Regional cooperation, market trends, or some combination thereof has been responsible for a trend toward greater utilization of secondary sub/exurban airports such as Providence and Manchester, and the promise of easing future congestion at Logan. The New England Regional Airport system of governance consists in a cooperative venture of multiple airport authorities with the common goal of relieving and managing future congestion at Boston's Logan International Airport (BOS). Viewed as a cooperative program involving multiple airports and states, this consortium approach offers the advantage of attracting new air carrier services and passengers to regional airports without loss of local control.

Since 1994, six New England state aviation directors have been working with the FAA, Massport, the Massachusetts Aeronautics Commission (MAC), the New England Council and managers of ten New England airports in a collaborative effort to improve air service throughout the region. Successes of this collaborative effort include estimating passengers bypassing their regional airport to use another airport such as Logan, marketing air carriers via route development conferences, tracking air fares at regional airports, and increasing capital investment at the regional airports including new terminals, runway extensions, roadways and other support facilities.

The mission of Massport is to develop, promote, and manage the airports, seaport, and transportation infrastructure in order to enable Massachusetts and New England to compete in the global marketplace. Three of Massport's initiatives include: 1) to expand the joint marketing and promotion efforts of New England's regional airports to more fully develop their air service market potential, 2) aggressively develop and promote Worcester to meet the needs of central Massachusetts, and 3) to strengthen interstate transportation partnerships for road and rail improvements. Massport receives no state tax support and must be self-sustaining, and therefore must consider competitive market forces within the aviation, maritime, surface transportation and property development industries.

In July of 2004, Massport initiated the process to establish a peak period surcharge of \$150 per landing or take-off during designated peak delay periods if air carriers do not respond to the monitoring program and over scheduling persists at BOS and to implement a monitoring program to track airfield delays. This peak period demand management program is part of Massport's comprehensive program to reduce current and projected delays at Logan Airport.

Boston's MPO has a Central Transportation Planning Staff (CTPS) which provides technical and policy analysis for the region. Southern New Hampshire PC, Rhode Island Statewide Planning Program, and Central Massachusetts RPC are the MPOs serving Manchester, Rhode Island, and Worcester, Massachusetts, respectively. It is unclear how much, if any, coordination occurs across these MPOs in practice, nor is it clear how much influence, if any, the MPOs have in regional airport planning as well as input into airport ground access issues.

## ***Detroit--Ann Arbor--Flint (2000 pop.: 5,456,428)***

**The Airport System:** The southeast corner of the state of Michigan consists of Detroit and its surrounding satellite cities and suburbs. Much of the region's air passenger traffic is served by Detroit Metropolitan Wayne County Airport (DTW), the large hub for the region. DTW handled more than 35 million in passenger traffic and 221 thousand metric tons of cargo during 2004. Southeast Michigan is also the site of several small airports, including Ann Arbor, Coleman A. Young International (formerly Detroit City) and Flint's Bishop International airports. These facilities currently offer some commercial service or, in the case of Detroit, did so in the past and may again in the future.

**Airport Governance:** DTW and its all-cargo affiliate, Willow Run Airport, are owned by Wayne County and, since 2002, operated by the Wayne County Airport Authority. The authority is governed by a seven-member Board of Directors. Four members are appointed by the Wayne County Executive, one by County Commissioners and two by the governor. The authority has primary responsibility for airport system master planning and, because of its independent legal status, is able to unilaterally undertake airport expansion projects. Both the Ann Arbor and Coleman Young airports on the other hand, are owned by municipalities and operated by city departments. Bishop International represents a hybrid form, operated by an airport authority with a nine-member Board of Directors appointed by the mayor of Flint and Genesee County Commissioners.

**Ground Access:** Public transit to Detroit's several airports is decidedly limited. There are currently no existing or planned rail connections to DTW or any of the region's smaller airports. The Suburban Mobility Authority for Regional Transportation (SMART) operates two bus lines to DTW, but neither of these lines runs directly to the downtown area. SMART employs approximately 900 workers and is governed by an eight-member Board of Directors. Macomb, Monroe, Oakland and Wayne counties each appoint two members to the board. The City of Detroit operates its own municipal bus service, but apparently not to DTW or Coleman Young.

**Regional Planning:** The primary MPO for the Detroit area is the Southeast Michigan Council of Government (SEMCOG). SEMCOG serves seven counties and is governed by a 51-member Executive Committee and larger General Assembly that meets three times each year. SEMCOG has a framework for improving public transportation services in the region, but currently lacks funding to implement many of its goals. In a 2001 report, SEMCOG found that just two percent of all trips in the region were made using transit.<sup>43</sup> The report cited the lack of a reliable transit system, suggesting that most southeast Michigan residents would use transit if the system were improved. The dispersed patterns of development and politically authority in the region also pose coordination challenges. Neither SMART nor the Detroit Metropolitan Wayne County Airport Authority has a board member from the City of Detroit.

## ***Dallas--Fort Worth (2000 pop.: 5,221,801)***

***The Airport System:*** The Dallas-Fort Worth region is one of the fastest growing industrial areas in the country and has a diverse airport system. Foremost among the region's air transport facilities is Dallas / Fort Worth International (DFW), the fourth busiest airport in terms of passenger traffic (59 million passengers in 2004) and eleventh in cargo handling (741 thousand metric tons in 2004) in the U.S. Dallas supports a busy second airport, Love Field, which served almost six million passengers last year. Fort Worth hosts an all-cargo facility, Fort Worth Alliance Airport, which handled more cargo (176 thousand metric tons) than the main hubs in San Diego, Kansas City, St. Louis and many other cities.

***Airport Governance:*** The region around Dallas lacks a unified governance structure for airport operations and system master planning. DFW is jointly owned by the City of Dallas and City of Fort Worth and operated by the semi-autonomous Dallas / Fort Worth International Airport Board. Dallas appoints seven of the 11 voting members and Fort Worth appoints the other four. A twelfth, non-voting slot is rotated annually among several of DFW's surrounding communities. Interestingly, both Dallas and Fort Worth have opted to keep other airports within their planning boundaries under municipal control rather than empower a single entity to operate all of the region's airports.<sup>44</sup> For Dallas, this includes the popular Love Field and Dallas Executive Airport, both operated by the Department of Aviation. For Fort Worth, this includes Fort Worth Meacham International Airport and Fort Worth Spinks Airport, which serve mainly corporate and other general aviation customers. Alliance Air Services, a subsidiary of the Perot Company, operates Fort Worth's other airport, the all-cargo Alliance Airport. Several nearby communities, including the City of Arlington (between Dallas and Fort Worth), own and operate small municipal airports.

***Ground Access:*** The Trinity Railway Express (TRE) links DFW with both downtown Dallas and Fort Worth. TRE is a cooperative service offered by two public transit agencies: Dallas Area Rapid Transit (DART) and Fort Worth Transportation Authority (the T). DART provides several rail lines that extend train service across metropolitan Dallas. As a cooperative service, TRE has two important policy-making authorities -- the 15-member DART Board of Directors and nine-member Board for the T. Eight of DART's board members are appointed to two year terms (no term limits) by the City of Dallas. Other member jurisdictions appoint the remaining seven. Eight of the T's board members are appointed by the City of Fort Worth, while Tarrant County appoints the remaining member. Similar to the governance arrangement for airports, the two main cities in the region cooperate in managing public transit to DFW, but maintain separate control over other transportation facilities within their jurisdictions. DART and the T offer separate bus service from downtown Dallas and Fort Worth to DFW. DART also provides some bus service to Love Field.

***Regional Planning:*** The North Central Texas Council of Governments (NCTCOG) is the designated MPO for the 16-county Dallas-Fort Worth area. NCTCOG is governed by a 13-member Executive Board whose members include mayors, council-members and county officials from across the region. On transportation issues, NCTCOG acts through its Regional Transportation Council, a policy committee composed of 33 local elected or appointed officials representing cities and counties, and six transportation provider representatives. NCTCOG does not have a specific department or committee devoted



to airport system or ground access planning, but has collaborated with providers on several reports in these areas. In recent years, NCTCOG has attempted to step up its research efforts by organizing an academic consortium with universities in the state and a transportation fellowship program.

## ***Houston--Galveston--Brazoria (2000 pop.: 4,669,571)***

**The Airport System:** The Houston Airport System is the fourth largest multi-airport system in the U.S. It consists of George Bush Intercontinental Airport (IAH), the region's major hub serving approximately 36.5 million passengers, and William P. Hobby is a thriving second airport serving 8.2 million passengers in 2004. It also includes Ellington Field, which houses mainly corporate and general aviation customers. IAH handled most of the air cargo flowing into the region, which topped 401 thousand metric tons last year.

**Airport Governance:** The three airports that constitute the Houston Airport System are owned by the City of Houston and operated by its Department of Aviation. The airport system brought in \$250 million in revenues in 2004.<sup>45</sup> The department's director reports to the Mayor, who appoints (with Council approval) all department heads. Houston has a particularly strong form of the mayor-council system. The mayor acts as the chief executive officer of the city, appoints the heads of city departments and advisory commissions, and prepares the city budget. The mayor also serves as the presiding officer (with voting privileges) of the 15-member City Council. Under this form of governance, the mayor is able to exert direct influence over the airport system master planning process.

**Ground Access:** The Metropolitan Transit Authority of Harris County (MTA) operates the public transit services in the Houston area. MTA has a new light rail system, but has yet to connect trains to either IAH or Hobby airports. Houston's city transit system offers several bus lines to both IAH and Hobby. These lines include direct service between IAH and downtown (Monday through Friday, approximately every 25 minutes, from 6-10 a.m. and again from 2 -7 p.m.) and between Hobby and downtown Houston (seven days a week, approximately every 30 minutes, from 5 a.m.-midnight). MTA is governed by a nine-member Board of Directors. The Board is controlled by the City of Houston, which appoints five of its members. Two other members are elected by mayors in 14 surrounding communities and two are appointed by Harris County Commissioners.

**Regional Planning:** The Houston-Galveston Area Council (H-GAC) is the designated MPO for an eight-county area that encompasses Houston and its surrounding communities. H-GAC has a 38-member Board of Directors and an even larger General Assembly. The regional transportation plan in June 2005 identifies congestion as the number one concern for Houston area residents.<sup>46</sup> The plan identifies several areas needing investment, including proposed rail extensions to IAH and Hobby airports. However, it appears that H-GAC will continue to play a supporting role in both airport system and ground access planning.

## ***Atlanta (2000 pop.: 4,112,198)***

***The Airport System:*** A single airport in the system, Hartsfield-Jackson Atlanta International Airport (ATL) served over 83.6 million passengers in 2004 and handled 862,230 metric tons of cargo. The airport claims to be the busiest passenger airport in the world. ATL serves as a primary transfer point in the national air transportation system and is the principal air carrier airport serving Georgia and the Southeastern United States.

***Airport Governance:*** The City of Atlanta's Department of Aviation operates ATL, with a General Manager directing activity. The Department's Airport Planning and Development Division is involved in long-term goal setting, master planning, land use and community planning, and forecasting. Ground Transportation, Marketing, Public Relations and Intergovernmental Affairs are managed by the Airport Business and Finance Division.

***Ground Access:*** Hartsfield-Jackson Airport is accessible via local Metropolitan Atlanta Rapid Transit Authority (MARTA) trains and buses, downtown and suburban shuttles, and interstate highways feeding the airport. MARTA offers scheduled service to and from the airport, is located at the terminal near other ground transportation services, and covers the metro Atlanta area (Fulton and DeKalb counties). MARTA trains arrive and depart from the airport every eight minutes. In 15 minutes, a passenger can travel the 10 miles to downtown Atlanta, where connections are available to other parts of the city. A centralized Ground Transportation Center houses all ground transportation services including buses, taxis, shuttles, limousines/sedans and City Trains/MARTA.

MARTA's 18 member board of directors (with four ex-officio non-voting members) include representatives from the City of Atlanta, the counties of Fulton, DeKalb, Gwinnet and Clayton, the State Properties Commission, Georgia Building Authority, Georgia Regional Transportation Authority, Georgia Department of Revenue, and Georgia Department of Transportation.

***Regional Planning:*** Operating as a municipal department of a single jurisdiction presents significant challenges for the city run airport in attaining an objective regional perspective. In 1998, the State of Georgia House of Representatives formed a Study Committee on Governance of the Hartsfield Atlanta International Airport. HR 1312 established consideration of alternative forms of governance, including single purpose authorities. ATL has also been under consideration as a candidate for privatization under the Federal Airport Privatization Program.<sup>47</sup> Although ATL's \$5.4 billion expansion plan includes improved ground transportation, the City of Atlanta's severely constrained financial situation, which prompted the initial drive for privatization, may delay construction of these improvements.

Atlanta Regional Commission is the MPO serving a ten county geographical area. The Commission is involved in broad planning and transportation initiatives, but is not involved in any airport system planning or airport ground access planning. Its regional planning documents exclude any focus on airports.

## ***Miami--Fort Lauderdale\* (2000 pop.: 3,876,380)***

**The Airport System:** Miami International Airport (MIA), Ft. Lauderdale-Hollywood International Airport (FLL), and West Palm Beach International Airport (PBI) comprise this multi-airport region, although the Miami--Fort Lauderdale CSMA is considered a separate geographic area from the West Palm Beach MSA. MIA is one of the largest handlers of cargo in the US, managing 1.78 million metric tons in 2004. MIA served over 30 million passengers in 2004, while FLL served over 20.8 million and PBI just over 6.5 million.

**Airport Governance:** Miami-Dade Aviation Department (MDAD), a county transportation agency, owns, operates, and governs MIA. The 13 members on the governing Board of Commissioners are elected by County voters and serve staggered four year terms. Broward County Aviation Department (BCAD) runs FLL, which is governed by a board of nine elected commissioners serving staggered four year terms. Palm Beach County Department of Airports operates and maintains PBI, which is overseen by seven Board of County Commissioners elected by County voters to serve four-year staggered terms.

**Ground Access:** South Florida Regional Transportation Authority ("SFRTA") operates the Tri-Rail Airport Station and Metro-Bus provides free shuttle bus service to the airport terminal for passengers with a valid Tri-Rail Ticket. Palm Beach, Fort Lauderdale/Hollywood, and Miami International airports all provide direct connections to Amtrak's nationwide route network via shuttle or train, as well as to local rail (Tri-Rail) and bus transportation.<sup>48</sup> However, the local rail access is not available either by automated people mover or within viable walking distance.<sup>49</sup> In addition, MIA and PBI offer connections to national bus transportation. Miami-Dade Transit Department oversees county bus and rail service to and from the airport. The Miami-Dade Expressway Authority oversees HOV highway lanes in and out of MIA.

**Regional Planning:** The South Florida Regional Planning Council is the MPO serving the greater region, while Miami-Dade MPO focuses on issues related to the county. In March, 2003, the Regional Business Alliance, a group of business leaders from Miami-Dade, Broward, and Palm Beach counties, presented a white paper in spearheading an effort to create what the private sector deemed a much needed Regional Transportation Authority. In the white paper, cross-county collaboration was called for and thought to be hampered in the past by parochialism at the local level, lack of a unified regional agenda, lack of a collaborative approach to addressing prioritized issues, and lack of a regionalized voice to make lobbying efforts at the state and federal levels effective in securing much needed infrastructure dollars.

On July 1, 2003, legislation passed by the Florida Senate and House of Representatives and signed by Governor Jeb Bush, transformed the Tri-County Commuter Rail Authority (Tri-Rail) into the South Florida Regional Transportation Authority (SFRTA.) Nine voting members are appointed and serve four-year staggered terms. The new Authority was created to provide greater mobility in South Florida. The Authority's mission is "to coordinate, develop and implement a viable regional transportation system in South Florida that endeavors to meet the desires and needs for the movement of people, goods and services".<sup>50</sup> The new regional governance system strives to develop shared regional approaches to transportation, transit, and mobility, and coordinate planning,

funding, and implementation of a multi-modal regional transit system across counties that benefit the region as a whole.

Recently, a request for proposals was released to design, build, operate, and maintain an automated people mover from the MIA to a planned intermodal rail and bus transportation facility.<sup>51</sup> Better airport to regional ground transport connections, including a Miami intermodal center and Greyhound bus station are in the planning stage, according to contacts at MIA. The Florida Department of Transportation is the lead agency in development of an intermodal center and coordinates with Miami Dade Transit, Miami-Dade Expressway Authority, the Miami-Dade MPO, and the FHA.

## ***Seattle--Tacoma--Bremerton (2000 pop.: 3,554,760)***

**The Airport System:** Seattle Tacoma International Airport (SEA or Sea-Tac) served nearly 29 million passengers in 2004 and handled approximately 347 thousand metric tons of cargo. King County International Airport (Boeing Field) and the smaller Renton and Auburn municipal airports in the Seattle metropolitan area are primarily general aviation airports at the present. However future plans include expanding uses to include corporate jet and commuter airplane services. Southwest Airlines has mentioned desire to move from SEA to Boeing Field.<sup>52</sup>

**Airport Governance:** Although the State of Washington owns and operates fifteen regional airports through the Washington Department of Transportation, the Seattle-Tacoma airport is owned by the Port of Seattle. Five commissioners, elected at large by the voters of King County, serve four-year terms and establish Port policy under the Aviation Division of the Port Authority. However, the Washington State Transportation Commission develops aviation policy for the state, and particularly the state-owned airports.<sup>53</sup>

**Ground Access:** Transit services are provided by two local agencies, King County Metro Transit and a tri-county agency, Sound Transit. Sound Transit provides bus service and commuter rail service to the Seattle-Tacoma region, but there are no local rail connections at the present time to the airport. However, there are plans for a local transit rail station to be developed at the airport to provide a connection to a local rail transit system that is under construction.<sup>54</sup> A public bus stop provides service every fifteen to thirty minutes.

**Regional Planning:** Puget Sound Regional Council acts as the regional MPO serving King, Kitsap, Pierce, and Snohomish Counties. Governed by an executive board of 26 members appointed from member jurisdictions with terms at the discretion of the appointing jurisdictions, the Puget Sound Regional Council is involved in airport system planning and airport ground access planning, and is responsible for a Regional Transportation Improvement Program.

Sound Transit (Central Puget Sound Regional Transit Authority) is planning a 24-mile Central Link light rail transit (LRT) line running north to south from Northgate, through downtown Seattle and Southeast Seattle to the cities of Tukwila and SeaTac, Washington. The proposed Seattle Link project includes 21 (including two deferred) stations and four (one deferred) park-and-ride lots (approximately 2,100 new spaces). The system would operate on existing and new right-of-way (ROW), including the existing 1.3-mile Downtown Seattle Transit Tunnel (DSTT). Sound Transit plans to phase construction of the entire system. The first phase, designated as the Initial Segment, constitutes 14 miles of the 24-mile LRT and will extend from Convention Place to South 154<sup>th</sup> Station. Two additional phases, known as Airport Link and North Link, will complete the 24-mile LRT line. The approximately three-mile Airport Link will run from the South 154<sup>th</sup> Station in the City of Tukwila south to the South 200<sup>th</sup> Station in the City of SeaTac. It will link Sound Transit's 14-mile initial segment of Link light rail (MOS-1) serving downtown Seattle, the south downtown industrial area and sports stadiums, the south Seattle communities of Beacon Hill and Rainier Valley, and the city of Tukwila with Sea-Tac International Airport and the City of SeaTac. Sound Transit is evaluating several alternative alignments for completing Airport Link. This will complete the

southern-most piece of an approximately 24-mile light rail system. This project is being coordinated in partnership with the Port of Seattle and City of SeaTac.<sup>55</sup>

The Link LRT system is one element of Sound Transit's voter-approved ten year \$3.9 billion (\$1995) Sound Move regional transit plan, which also includes the implementation of a 1.6-mile LRT line in downtown Tacoma; an 82-mile Sounder commuter rail system operating between Lakewood and Everett; 19 new regional express bus routes; and 45 major capital projects including 14 High Occupancy Vehicle (HOV) direct access ramps (providing access to over 100 miles of existing HOV lanes), 14 new park-and-ride facilities, nine transit centers, and other service improvements.<sup>56</sup>

Officials have stated that the airport has planned a local transportation hub to provide bus service by several local transit agencies and a pedestrian bridge will be built to connect the airport, with an estimated completion date of 2010.<sup>57</sup> The city of Sea-Tac has been involved in plans to build a local rail transit station at Seattle-Tacoma airport, offering to permit all construction of the rail line within its city limits.<sup>58</sup>

Metro Seattle has established a metro multipurpose district and a Seattle Monorail Project. However, this Project is limited by state law to working within the city limits of Seattle and the Sea-Tac Airport is outside of the city and thus on the list for future expansion of the Seattle Monorail system. Furthermore, according to a local Seattle official on the project, given that the Seattle Monorail Project's mandate is to meet the needs of Seattle's citizens and their mobility demands within the city, the official believed it was unlikely that voters would approve building another transit line to the airport with so many other corridors within the city that need to be served. It seems a combination of strapped capital funding and parochial thinking either on the part of voters, officials, or both, hinder regional airport-city center transportation coordination at this time.

## ***Phoenix--Mesa (2000 pop.: 3,251,876)***

***The Airport System:*** The rapidly growing communities around Phoenix are served by a single large hub and multiple reliever airports. Sky Harbor International, the major commercial hub for the region handled 39.5 million in passenger traffic and 302 thousands metric tons of cargo in 2004. Passenger traffic has increased by 32 percent in the last 15 years. The Phoenix area is also the site of numerous small airports, including municipal airports and private airfields in Chandler, Glendale, Mesa and Scottsdale. These facilities currently do not offer regular commercial service, but contribute substantially to the local economy and are well positioned to absorb any growth in regional air transport demand.

***Airport Governance:*** Like Cleveland and Houston, the Phoenix Airport System follows the municipal governance model. The City of Phoenix owns Sky Harbor as well as two reliever airports, Deer Valley Airport and Goodyear Airport. The Aviation Department, with 10 divisions and roughly 700 employees, operates the airports. However, unlike Cleveland and Houston, Phoenix uses the council-manager form of government. The mayor is elected at large and is a voting member of the nine-member city council. The City Manager serves as the chief executive officer of the city, responsible for hiring and firing city personnel and preparation of department budgets.

***Ground Access:*** Phoenix is currently building a light rail system, scheduled to begin operations in December 2008. This system will eventually offer service to the airport, connecting to an expanded people mover operated by the airport.<sup>59</sup> In the meantime, regular bus service to Sky Harbor is provided by Valley Metro / Regional Transportation Authority. Valley Metro has 13 member cities that provide transit service, including the City of Phoenix. The Public Transit Department of Phoenix is responsible for about 73 percent of the passengers. However, Valley Metro is governed by a separate 11-member Board of Directors. These members include mayors (eight) and council members (two) of member jurisdictions, and from Maricopa County Board of Supervisors (one). The rules for appointing members are designed to ensure broad representation of smaller communities in the region. (No community is allowed to hold more than 40 percent of the Board's votes.)

***Regional Planning:*** The Maricopa Association of Governments is the designated MPO for the Phoenix region. It is governed by a 32-member Regional Council composed of elected and appointed officials from 23 municipalities in Maricopa County. MAG has been active in both airport system and ground access planning, publishing several studies and working papers on a variety of air transport issues. To plan for the region's future air capacity needs and improve existing facilities, MAG has formed the Regional Aviation System Plan Policy Committee. The committee consists of mayors and council members from around the region as well as personnel from the state Department of Transportation and the FAA.



## ***Minneapolis--St. Paul (2000 pop.: 2,968,806)***

**The Airport System:** Minneapolis St. Paul International (MSP) is the only airport of note serving commercial passengers in the Twin Cities and surrounding area. MSP handled more than 36 million in passenger traffic last year. Nearly 300 thousand metric tons of cargo also landed on MSP's three runways and passed through its cargo facilities. Currently, MSP ranks as the ninth busiest airport for commercial service, but 26<sup>th</sup> in terms of cargo.

**Airport Governance:** Minneapolis St. Paul International (MSP) is owned and operated by the Minneapolis Airports Commission (MAC), a public corporation created by the state legislature in 1987. MAC also owns and operates six reliever airports<sup>60</sup>, which generally serve corporate and general aviation customers. MAC projects its 2005 expenses to be \$202.4 million, with revenues expected to exceed \$207 million.<sup>61</sup> Final policymaking authority rests with a 15-member Board of Commissioners. Commissioners are appointed (one from each of eight suburban districts, Minneapolis, St. Paul, four appointed from outside the region and a Chair appointed by the governor) and serve four year terms. The public corporation form of ownership and broad regional constituency represented by MAC Commissioners makes the MAC governance structure unique among U.S. airport operators.

**Ground Access:** In 2004, Metro Transit began offering light rail service to and from the airport. The Hiawatha light rail line connects MSP to the downtown area north of the airport and to the Mall of America south of the airport. Metro Transit also operates several bus lines to the airport as well as connecting customers from across the twin cities to the new rail line. Metro Transit is an operating division of the Metropolitan Regional Council. The Council serves as the chief policy-making body for regional transportation needs. The Council is made up of 17 members (16 from geographic districts, 1 chair serving at large) who are appointed by and serve at the pleasure of the governor.

**Regional Planning:** In addition to operating one of the largest public transit systems in the U.S., the Metropolitan Regional Council serves as the primary MPO for the region. The state legislature established the Council in 1967 to coordinate planning and development within the Twin Cities area. The Council later absorbed the Metropolitan Transit Commission and Regional Transit Board. Since then, the Council has assumed primary responsibility for planning for ground access to MSP. MAC continues to take the lead in airport system master planning. The explicit regional focus of the airport and public transit systems is unique to Minneapolis.<sup>62</sup> This focus is facilitated by the regional constituencies of both MAC and the Council and the ability of the governor to influence membership of both organizations via the appointment power.

## ***Cleveland--Akron (2000 pop.: 2,945,831)***

***The Airport System:*** The air transportation needs of the northeast Ohio region are served by the Cleveland Airport System, consisting of Cleveland-Hopkins International and Cleveland Burke Lakefront Airport. Cleveland-Hopkins is the major hub for the region, handling more than 11 million in passenger traffic and 95 thousand metric tons of cargo during 2004. Burke Lakefront Airport serves mainly corporate customers, but does handle approximately 400 metric tons of cargo traffic per year. The only other airport in the region to offer regularly scheduled commercial flights is Akron-Canton Airport, which served nearly 1.4 million passengers in 2004.

***Airport Governance:*** The Cleveland Airport System is owned by the City of Cleveland and operated by the Department of Port Control. Under this municipal ownership arrangement, the department's Director, who oversees a department of roughly 370 employees, reports directly to the mayor and city council. Cleveland uses the mayor-council form of government, which lodges substantial executive and policy-making authority (including preparation of department budgets) in the mayor's office. The 21-member city council has a committee devoted to airport issues. The Director serves at the pleasure of the mayor and the city council is the main policy-making body. In contrast, Akron-Canton Airport is jointly owned by Summit and Stark counties and is operated by an authority controlled by an eight-member Board of Trustees.

***Ground Access:*** In 1968, Cleveland-Hopkins became the first airport in the country to offer rail service from the airport to the downtown area.<sup>63</sup> The rail connection is not operated by the city, but by the Greater Cleveland Regional Transportation Authority (RTA). RTA is a large organization (2,753 employees) responsible for operating several bridges as well as rail and bus service over a 458 square mile service area.<sup>64</sup> The primary policy-making body for RTA is a 10-member Board of Trustees. These trustees serve overlapping three-year terms, with the Mayor of Cleveland appointing four members, Cuyahoga County Commissioners appointing three members, and suburban mayors and city managers appointing three members. The board receives input on fares, service and planning issues from a Citizens Advisory Board.

***Regional Planning:*** The Northeast Ohio Areawide Coordinating Agency (NOACA) is the designated MPO for the region. NOACA's five-county jurisdiction does not include Akron-Canton Airport and no framework exists to coordinate its facilities with the Cleveland Airport System. The Department of Port Control, not NOACA, is primarily responsible for both airport system and ground access planning. NOACA consults on planning issues and has an active Governing Board composed of 39 elected and appointed officials.<sup>65</sup> Cleveland's system is struggling with many of the challenges facing other airports in the county: reduced cargo and passenger traffic, and declining non-airline revenues.<sup>66</sup> Better coordination of airport system and ground access planning at the regional level, however, does not appear to be high on the list of concerns.<sup>67</sup>

## ***San Diego (2000 pop.: 2,813,833)***

***The Airport System:*** San Diego is the seventh largest city in the U.S. and lies at the heart of the nation's 17<sup>th</sup> largest metropolitan area. Despite its size and rapid growth, however, San Diego has gotten by with just one small airport supporting a single runway. Regardless of its limited facilities, San Diego International Airport served more than 16 million passengers and handled more than 139 thousand metric tons of cargo in 2004.

***Airport Governance:*** In January 2003, the San Diego County Regional Airport Authority (SCRAA) took over as owner and operator of San Diego International from the San Diego Unified Port District. SCRAA believes that the airport system will be unable to fulfill the region's air transport needs by 2015, and is actively exploring sites for a second airport. SCRAA's final policy-making authority is a nine-member Board. An Executive Committee of three leads the Board and is composed of members appointed by the governor, Mayor of San Diego and County Sheriff. The other six members of the Board are appointed by local mayors from various parts of the county. Members serve terms that vary from two to six years.

***Ground Access:*** The San Diego region does not have a light rail system connecting the airport to downtown and other parts of the region. There are currently no plans for developing one.<sup>68</sup> Several commuter lines stop near the airport and link up with city buses. San Diego's Metropolitan Transit System (MTS) operates a single bus line connecting the airport to downtown. MTS is led by a 15-member Board of Directors. The San Diego City Council appoints four members; the city councils of Chula Vista, Coronado, El Cajon, Imperial Beach, La Mesa, Lemon Grove, National City, Poway and Santee appoint one member each. The San Diego County Board of Supervisors appoints one member. One member is then elected by other 14.

***Regional Planning:*** The San Diego Association of Governments (SANDAG) is the MPO for the region. SANDAG is governed by a 19-member Board of Directors composed of mayors, council members, and a county supervisor from each of the region's 19 local governments. SANDAG has a Transportation Committee that advises the Board on transportation issues and assists in the preparation of the Regional Transportation Plan and other planning and programming efforts. SCRAA, not SANDAG, has assumed the lead on airport system master planning, but SANDAG remains active on ground access issues.

## ***St. Louis (2000 pop.: 2,603,607)***

***The Airport System:*** St. Louis Lambert International Airport is the only major hub serving commercial passengers in St. Louis and its surrounding counties. Lambert handled more than 13 million in passenger and 107 thousand metric tons of cargo traffic in 2004. However, nearby MidAmerica Airport is home to several regional commercial carriers and boasts two runways of greater than 7,500 feet. It is well situated to absorb any growth in the region's air cargo needs. The St. Louis Downtown Airport remains a convenient facility for corporate and general aviation customers.

***Airport Governance:*** The City of St. Louis holds title to Lambert and operates the facility through the St. Louis Airport Authority. The Airport Authority is governed by a 17-member Commission that includes the Comptroller of the City, the President of the Board of Alderman, and the Chair of the Board's Transportation and Commerce Committee. In addition, the Mayor of St. Louis appoints six members, the St. Louis County Executive appoints five members, and St. Charles (MO) and St. Clair (IL) counties appoint one member each. The Director of Airports chairs the Commission. MidAmerica is owned by St. Clair County and operated by its seven-member Public Buildings Commission. The St. Louis Downtown Airport is owned and operated by a bi-state authority that also administers much of the public transportation in the region.

***Ground Access:*** Train service now connects Lambert with downtown St. Louis. The rail connection is operated by Metro St. Louis, the bi-state authority that operates the downtown airport. Metro St. Louis is a large organization of 2,200 employees headed by a President & CEO. Final policy-making authority rests with a 10-member Board of Commissioners. Five spots on the Board are reserved for both Missouri and Illinois. Missouri's five members are appointed by the governor. Illinois' five members are appointed by the chairs of the St. Clair and Madison county boards. Members serve five year terms. Metro St. Louis also provides several bus routes to Lambert and the downtown airport, and runs rail service to Scott Air Force Base near MidAmerica. An extension to the latter is anticipated in the next few years.

***Regional Planning:*** The East-West Gateway Council of Governments is the designated MPO for the St. Louis region. Like Metro St. Louis, it has a bi-state jurisdiction that includes three Illinois counties (Madison, Monroe, and St. Clair), four Missouri counties (Franklin, Jefferson, St. Charles, and St. Louis Counties) and the City of St. Louis. The Gateway Council is governed by a 25-member (21 with voting privileges) Board of Directors that includes elected and appointed officials from across the region. To recognize and plan for regional aviation changes, the Council established the Continuous Aviation System Planning Process in 1985 with the financial support of the FAA. The process "continuously monitors the existing aviation system, forecasts long term changes, and is used to decide if changes in policy, priority or alternatives are warranted."<sup>69</sup>

## ***Sacramento--Yolo (2000 pop.: 1,796,857)***

***The Airport System:*** The Sacramento Airport System serves the large six-county metropolitan region north of the Bay area. The system includes Sacramento International Airport (SMF), the large hub for the region, and Mather Airport, an all-cargo facility. SMF served more than nine million passengers in 2004 and has added several commercial carriers since 2001. Both SMF and Mather handle substantial amounts of cargo, combining for nearly 120 thousand metric tons last year. The system also includes Executive Airport, a convenient facility for corporate customers, and Franklin Field, a general aviation airport.

***Airport Governance:*** Sacramento County holds title to all of the airports cited above. The airports are operated by the Sacramento County Airport System. Day-to-day operations are managed by the Director of Airports, who is supervised by the County Executive. The County Executive is appointed by the elected five-member Sacramento County Board of Supervisors. The Board has final policy-making authority on airport planning and other issues. The governance structure is similar to a municipal model, where the city council makes final policy decisions, the mayor lacks formal budgetary and appointment powers, and a city manager is the chief executive officer of the community.

***Ground Access:*** The Sacramento area does not yet have subway or rail service to the airport, but plans for extending the light rail system to SMF and different parts of the region have been in the works since the early 1990s.<sup>70</sup> The Yolo County Transportation District currently operates two regular bus lines to SMF, though much of the region lacks access to regular public transit to the airport. The Yolo County Transportation District is governed by a seven-member Board of Directors. The Sacramento Regional Transit District, which provides bus and light rail service in downtown Sacramento, does not service SMF.

***Regional Planning:*** The Sacramento Area Council of Governments (SACOG) is the designated MPO for the six-county Sacramento region. Like many other MPOs, SACOG has a large (33-member) Board of Directors composed of mayors, council members and county supervisors from member jurisdictions. Unlike many MPOs, SACOG is actively involved in both airport system and ground access planning. SACOG has been developing plans for light rail and other ground access projects for years, but some of these have been stalled by insufficient funding. In a 2001 study, SACOG also strongly encouraged Sacramento Regional Transit District to develop a service between downtown Sacramento and the airport, and to implement it in a manner that complements existing Yolo County service.

- 
- <sup>1</sup> Based upon the 2000 Census. The survey excludes the Los Angeles-Riverside-Orange County region, and includes the Sacramento-Yolo region, the nation's 24<sup>th</sup> largest metropolitan area. Thus, California's three largest metropolitan areas (exclusive of Greater Los Angeles) are included in the survey: the Bay Area, San Diego, and Sacramento.
- \* Regional airport system extends beyond the designated metropolitan census area boundaries.
- <sup>2</sup> Philippe A. Bonnefoy and Prof. R. John Hansman, *Emergence and Impact of Secondary Airports in the United States* (American Institute of Aeronautics and Astronautics, 2004), p. 3.
- <sup>3</sup> [www.phl.org/text/news/or1028b.html](http://www.phl.org/text/news/or1028b.html).
- <sup>4</sup> [www.panynj.gov/AboutthePortAuthority/Governance](http://www.panynj.gov/AboutthePortAuthority/Governance).
- <sup>5</sup> Public Policy Research Center (PPRC), *Lambert Airport Governance*, "Final Report from the Senate Interim Committee on Regional Control of Lambert-St. Louis International Airport," February 2003, p. 3.
- <sup>6</sup> [www.laquadiaairport.com/aviation/connframlga.htm](http://www.laquadiaairport.com/aviation/connframlga.htm).
- <sup>7</sup> See United States Government Accountability Office (GAO), *Intermodal Transportation: Potential Strategies Would Redefine Federal Role in Developing Airport Intermodal Capabilities* (GAO-05-727) (Washington, D.C.: GAO, July 2005), p. 12.
- <sup>8</sup> GAO, *Intermodal Transportation*, p. 26.
- <sup>9</sup> GAO, *Intermodal Transportation*, p. 26.
- <sup>10</sup> GAO, *Intermodal Transportation*, p. 23.
- <sup>11</sup> GAO, *Intermodal Transportation*, p. 81.
- <sup>12</sup> "Governor Pataki and Mayor Bloomberg Announce Closing of Multi-Billion Dollar Agreement to Extend Airport Leases," November 30, 2004, Press Release Number: 0-2004.
- <sup>13</sup> GAO, *Intermodal Transportation*, p. 33.
- <sup>14</sup> CTA, Metra and PACE are regulated by a separate Regional Transportation Authority, established by the state legislature in 1974.
- <sup>15</sup> Richard de Neufville, "Management of Multi-Airport Systems: A Development Strategy," Working Paper, Massachusetts Institute of Technology. 1996.
- <sup>16</sup> PPRC, *Lambert Airport Governance*, p. 3.
- <sup>17</sup> United States Code Title 49, Subtitle VII, Part D, Chapter 491, Section 49106 (b) (D).
- <sup>18</sup> United States Code Title 49, Subtitle VII, Part D, Chapter 491, Section 49106 (c).
- <sup>19</sup> United States Code Title 49, Subtitle VII, Part D, Chapter 491, Section 49106 (c) (6) (A).
- <sup>20</sup> PPRC, *Lambert Airport Governance*, p. 4.
- <sup>21</sup> PPRC, *Lambert Airport Governance*, p. 4.
- <sup>22</sup> Ryan Bagwell, "BWI Airport Seeking More International Passengers," *The Annapolis (MD) Capital*, August 1, 2005.
- <sup>23</sup> Bagwell, "BWI Airport Seeking More International Passengers."
- <sup>24</sup> GAO, *Intermodal Transportation*, p. 21.
- <sup>25</sup> GAO, *Intermodal Transportation*, p. 68.
- <sup>26</sup> GAO, *Intermodal Transportation*, p. 95.
- <sup>27</sup> GAO, *Intermodal Transportation*, p. 87.
- <sup>28</sup> GAO, *Intermodal Transportation*, p. 89.
- <sup>29</sup> GAO, *Intermodal Transportation*, p. 83.
- <sup>30</sup> "San Francisco's "Missed Air Cargo Connection: Questions Raised on SFO's Ability to Handle Increased Freight Volume," *The CalTrade Report*, August 4, 2004, [www.caltradereport.com](http://www.caltradereport.com).
- <sup>31</sup> Jack O'Connell, quoted in *San Francisco Chronicle*, August 3, 2004. See "San Francisco's "Missed Air Cargo Connection," [www.caltradereport.com](http://www.caltradereport.com).
- <sup>32</sup> GAO, *Intermodal Transportation*, p. 83.
- <sup>33</sup> Charles Sander, "Airport Consolidation: Trends and Opportunities" (2004), at [www.unisys.com](http://www.unisys.com).
- <sup>34</sup> [www.dvrpc.org/asp-files/pubs/PublicationAbstract.asp?pub\\_ID=02003](http://www.dvrpc.org/asp-files/pubs/PublicationAbstract.asp?pub_ID=02003).
- <sup>35</sup> [www.phila.gov/econsummit/pdfs/Exec\\_Summary\\_2.22.05.pdf](http://www.phila.gov/econsummit/pdfs/Exec_Summary_2.22.05.pdf).
- <sup>36</sup> GAO, *Intermodal Transportation*, p. 87.
- <sup>37</sup> Bonnefoy and Hansman, *Emergence and Impact of Secondary Airports*, p. 3.
- <sup>38</sup> Bonnefoy and Hansman, *Emergence and Impact of Secondary Airports*, pp. 4-5.

- 
- <sup>39</sup> [www.phl.org/text/news/031028b.html](http://www.phl.org/text/news/031028b.html).
- <sup>40</sup> [www.massport.com](http://www.massport.com).
- <sup>41</sup> ACI-NA, *Highlights of the 2003 General Information Survey*, p. 3.
- <sup>42</sup> GAO, *Intermodal Transportation*, p. 23.
- <sup>43</sup> Southeast Michigan Council of Government, *Improving Transit in Southeast Michigan: A Framework for Action*, October 2001.
- <sup>44</sup> This fact is perhaps doubly surprising, given that both Dallas and Fort Worth use the council-manager form of government.
- <sup>45</sup> Includes operating and non-operating revenues. See Office of the City Controller, Airport System Fund, City of Houston, *Comprehensive Annual Financial Report*, June 2004.
- <sup>46</sup> Houston-Galveston Area Council, *2025 RTP*, June 2005.
- <sup>47</sup> [www.rppi.org/apr2003/globalairportprivatizationregains.html](http://www.rppi.org/apr2003/globalairportprivatizationregains.html).
- <sup>48</sup> GAO, *Intermodal Transportation*, p. 23.
- <sup>49</sup> GAO, *Intermodal Transportation*, p. 21.
- <sup>50</sup> [www.sfrta.fl.gov/docs/committeepresentation.ppt](http://www.sfrta.fl.gov/docs/committeepresentation.ppt).
- <sup>51</sup> GAO, *Intermodal Transportation*, p. 17.
- <sup>52</sup> Steve Wilhelm, "Competing Airports in Washington," *The Puget Sound (Seattle) Business Journal*, August 14, 2005.
- <sup>53</sup> PPRC, *Lambert Airport Governance*, p. 4.
- <sup>54</sup> GAO, *Intermodal Transportation*, p. 93.
- <sup>55</sup> [www.fta.dot.gov/library/policy/ns/ns2004/pe\\_SeattleAirportLink.htm](http://www.fta.dot.gov/library/policy/ns/ns2004/pe_SeattleAirportLink.htm).
- <sup>56</sup> [www.fta.dot.gov/library/policy/ns/ns2004/pe\\_SeattleAirportLink.htm](http://www.fta.dot.gov/library/policy/ns/ns2004/pe_SeattleAirportLink.htm).
- <sup>57</sup> GAO, *Intermodal Transportation*, p. 93.
- <sup>58</sup> GAO, *Intermodal Transportation*, p. 93.
- <sup>59</sup> The connection to the airport people mover will be completed until 2012. Until then, Valley Metro will offer regular shuttle bus service to the nearby rail station.
- <sup>60</sup> These affiliated airports include: St. Paul Downtown (Holman Field), Airlake, Anoka Blaine, Crystal, Flying Cloud, and Lake Elmo airports.
- <sup>61</sup> Metropolitan Airports Commission, *2005 MAC Budget Book*.
- <sup>62</sup> See Myron Orfield, *Metropolitics: A Regional Agenda for Community and Stability* (Washington, D.C.: Brookings Institution Press, 1997).
- <sup>63</sup> Transportation officials in the region suggest that the rail line is rarely used by passengers coming to and from Cleveland-Hopkins International. The reasons for this lack of use include lack of space on trains for luggage and excellent highway access to the airport.
- <sup>64</sup> RTA does not provide much, if any, bus service to Cleveland-Hopkins and public transit to Burke Lakefront is currently not available. Some bus service is provided to suburban customers by Lorain County Transit. Efforts to extend the rail line connecting downtown to the airport into several surrounding communities were blocked by officials in those communities.
- <sup>65</sup> NOACA has several airport-related projects going, including improving highway access into and out of Cleveland-Hopkins.
- <sup>66</sup> See Cleveland Hopkins International Airport, *Competition Plan Update*, November 2003.
- <sup>67</sup> Indeed, transportation experts in the region consider existing public transit options to be more than adequate to the current demands of airport customers.
- <sup>68</sup> GAO, *Intermodal Transportation*, p. 65.
- <sup>69</sup> See East-West Gateway Council of Governments, *1999 Amendment to the 1997 General Aviation System Plan for the St. Louis Metropolitan Region*, 1999.
- <sup>70</sup> Sacramento Area Council of Governments, *Sacramento International Airport Transit Access Study*, June 2000.